



City of Seattle

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Department of Planning and Development
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**CITY OF SEATTLE
ANALYSIS AND DECISION OF THE DIRECTOR
OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT**

Application Number: 2301927
Applicant Name: David Cinnamon for Seattle Public Library
Address of Proposal: 2054 NW 56th Street

SUMMARY OF PROPOSED ACTION

Master use permit for future construction of a building with 15,000 square feet for public library and 3,100 square feet for customer service office with 39 below-grade parking spaces and 46 surface parking spaces.

The following approval is required:

SEPA - Environmental Determination
(Chapter 25.05, Seattle Municipal Code (SMC))

SEPA DETERMINATION ☐ Exempt ☐ DNS ☐ MDNS ☐ EIS
☒ DNS with conditions*
☐ DNS involving non-exempt grading or demolition or
involving another agency with jurisdiction.

*Notice of Early DNS was published on 8 August 2003

BACKGROUND DATA

Property & Area Characteristics

The 40,000 square foot, essentially flat project site is zoned NC3 with a 65-foot height limit. The western 50 feet of the approximately 200-foot by 200-foot site has a P2 overlay. There is presently a bank structure in the middle of the lot, as viewed from the south, although it is offset somewhat from the north property line. The site is surrounded by large developments, including a Bartell's drugstore across the street to the west, St. Luke's church, across the street to the north, an old Safeway site kittycorner to the northwest, another two bank buildings across the streets to the south and southwest. There are two smaller commercial properties adjacent to the east, the larger one developed with a parking lot, and the smaller one with a retail use. All adjacent zoning is NC3 - except to the north, where properties are zoned MR/RC.

According to the survey, all adjacent streets are paved and curbed and provide sidewalks. The survey shows 33 feet from the centerlines of all three adjacent streets (NW 56th, 57th Street and 22nd Avenue NW).

Proposal

The proposal is to demolish the existing bank building and construct the proposed library with its main pedestrian entrance from 22nd Avenue NW. A neighborhood service center facility would be tucked in the southwest corner of the structure, with its entrance facing the corner of 22nd and 56th. There will be approximately 15,000 square feet of below grade parking and the library itself will be of approximately the same size. "Green roof" material is proposed to cover approximately 51% of the site area (not all of it "roof" per se). Public notice suggests that 85 parking spaces would be provided (38 below grade). Access to the structured parking spaces would be taken from NW 56th Street, at the very east end of the structure. The surface parking spaces would be accessed from curbcuts on both 56th and 57th. The library has attempted to segregate the surface parking lot into a separate site, and maintains that the surface parking shown on plans is not needed to meet parking requirements for the proposed structure.

Public Comment

No comment letters were received during the public comment period which ended on 20 August 2003.

Seattle Design Commission

This proposal has been subject to review by the Seattle Design Commission (SDC) because it is a City Facility (Seattle public branch library). The Commission's role is to advise the project designer in an effort to foster well-designed projects that are worthy of civic projects. The SDC reviewed the schematic design on 4/3/03, 10/3/02, 5/2/02, 12/20/01, and 11/2/00. The SDC supported the overall development proposal and program. SDC personnel have confirmed that the final building design largely comports with recommendations. For complete SDC actions and comments, the approved minutes from the meetings are available on the CityDesign website located at <http://www.cityofseattle.net/dclu/citydesign>. (Meetings dates will need to be plugged into the appropriate location before searching.)

ANALYSIS - SEPA

The initial disclosure of the potential impacts from this project was made in the environmental checklist submitted by the applicant dated 28 April 2003 and annotated by the Department. The information in the checklist, supplemental information provided by the applicant, project plans, and the experience of the lead agency with review of similar projects form the basis for this analysis and decision.

The SEPA Overview Policy (SMC 23.05.665) discusses the relationship between the City's code/policies and environmental review. The Overview Policy states, in part, "Where City regulations have been adopted to address an environmental impact, it shall be presumed that such regulations are adequate to achieve sufficient mitigation". The Policies also discuss in SMC 23.05.665 D1-7, that in certain circumstances it may be appropriate to deny or mitigate a project based on adverse environmental impacts. This may be specified otherwise in the policies

for specific elements of the environment found in SMC 25.05.675. In consideration of these policies, a more detailed discussion of some of the potential impacts is appropriate.

Short-term Impacts

The following temporary or construction-related impacts are expected: decreased air quality due to suspended particulate from building activities and hydrocarbon emissions from construction vehicles and equipment; increased dust caused by construction activities; potential soil erosion and potential disturbance to subsurface soils during grading, excavation, and general site work; increased traffic and demand for parking from construction equipment and personnel; conflict with normal pedestrian movement adjacent to the site; increased noise; and consumption of renewable and non-renewable resources.

Several adopted City codes and/or ordinances provide mitigation for some of the identified construction related impacts. Specifically these are: Stormwater, Grading and Drainage Control Code (grading, site excavation and soil erosion); Street Use Ordinance (watering streets to suppress dust, removal of debris, and obstruction of the pedestrian right-of-way); Compliance with these applicable codes and ordinances will reduce or eliminate most short-term impacts, but impacts such as air quality and noise and construction phase parking demand require further discussion and require SEPA mitigation.

Traffic/parking/staging

Substantial construction phase traffic impacts are not anticipated. On the other hand, the consultant has projected that construction phase parking demand is likely to be on the same order of magnitude as that for construction of the Capitol Hill library, where 80 personnel were estimated to be on site at peak. Without mitigation, the large majority of these anticipated workers are likely to drive to the site in single occupancy vehicles, where they clearly cannot be accommodated. They cannot be accommodated on-street either, because parking is currently at almost 86% of capacity as reported by the traffic consultant in a memorandum dated 22 September 2003. Accordingly, project approval is conditioned upon the owner(s) and/or responsible party(s) providing, prior to issuance of a Master Use Permit, a plan, approved by DPD, to ensure that there be no spillover of construction personnel parking demand onto public rights-of-way. The plan shall provide that any needed information about parking covenants and contract arrangements with contractor(s) be documented prior to issuance of any permit to demolish or construct.

Air Quality

The Puget Sound Clean Air Agency (PSCAA) regulations require control of fugitive dust to protect air quality and will require permits for removal of asbestos (if any) during demolition. The owner(s) and/or responsible party(s) are required to comply with the PSCAA rules pertaining to demolition of projects with or without asbestos. To ensure compliance, prior to issuance of the MUP, the applicant shall provide proper documentation that PSCAA has been notified of the full scope of the project. No further SEPA conditioning in this regard is necessary.

Noise

The project is expected to generate loud noise during demolition, grading and construction. These impacts would be especially adverse in the early morning, in the evening, and on weekends. However, almost all of the surrounding properties are developed with institutional or commercial uses which are not anticipated to be substantially adversely impacted by the noise of construction. Impacts do not rise to a level warranting mitigation.

Long-term Impacts

Long-term or use-related impacts are also anticipated as a result of approval of this proposal including: increased bulk and scale on the site; increased traffic and demand for parking; increased demand for public services and utilities; increased light and glare; increased energy demand; and increased ambient noise associated with increased human activity and vehicular movement.

Several adopted City codes and/or ordinances provide mitigation for some of the identified impacts. Specifically these are: the Stormwater, Grading and Drainage Control Code which requires on site detention of stormwater with provisions for controlled tightline release to an approved outlet and may require additional design elements to prevent isolated flooding; the City Energy Code which will require insulation for outside walls and energy efficient windows; the Seattle Building Code which provides prescriptive construction techniques and standards; and the Land Use Code which controls site coverage, setbacks, building height and use and contains other development and use regulations to assure compatible development. Compliance with these applicable codes and ordinances is adequate to achieve sufficient mitigation of most long term long term impacts, although some impacts warrant further discussion and possible mitigation.

Parking

The proposed project is to provide structured parking for 39 vehicles. The code requirement for the project is 41 parking spaces. According to the traffic consultant memorandum of November 11, 2003, the peak parking demand for the proposed project is expected to be 48 parking spaces (between 1 and 2 PM). Four additional on-street parking spaces will be created by closure of existing curbcuts; thus, at peak times 5 more vehicles will be generated by the project than can be accommodated on site (assuming the 46 surface parking spaces are not available in the future). Information provided by the traffic consultant indicates that the existing on-street parking utilization in the area is near 86%, which represents full utilization of on-street parking capacity.

Several factors may reduce the potential impact of 5 additional vehicles parking under capacity conditions:

- (1) Demand is expected to be less at other hours of the day, so over-capacity conditions likely would occur only sporadically.
- (2) At the time the on-street parking utilization study was conducted, 67 metered spaces near the library were hooded, allowing free parking for up to two hours. The hoods have recently been removed, substantially reducing the supply of free on-street parking near the library; this may lead to reduced on-street parking demand.

- (3) The new library location is closer to the commercial core of the Ballard Urban Village than is the current library site. The current site is located west of 24th Avenue NW, an arterial that may serve as a pedestrian barrier between the current library and the commercial core to the east. Library patrons shopping in the core area of Ballard now likely repark their cars to go to both the library and commercial activities; such reparking should be substantially lessened when the library site is relocated, and should serve to reduce parking impacts.

The Library and Neighborhood Services Center intend to increase efforts to encourage employees to use transit, walk, carpool, or bicycle to work. They also will establish areas in the library and NSC to provide patrons information on transit, biking and walking routes, and other information on non-auto modes. To formalize these measures, the Library/NSC will be required to develop a transportation plan that emphasizes providing information to employees and patrons about non-auto modes for traveling to and from the Library and Neighborhood Services Center. With this condition, and taking into account the factors identified above, the project is unlikely to have a substantial parking impact. Additionally, these measures will allow granting the requested administrative waiver of parking requirements pursuant to Footnote 10 of Chart A in SMC Chapter 23.54.

Other Impacts

The other impacts such as but not limited to, increased bulk and scale, increased ambient noise, and increased demand on public services and utilities are mitigated by codes and are not sufficiently adverse to warrant further mitigation by condition.

DECISION - SEPA

This decision was made after review by the responsible official on behalf of the lead agency of a completed environmental checklist and other information on file with the responsible department. This constitutes the Threshold Determination and form. The intent of this declaration is to satisfy the requirements of the State Environmental Policy Act (RCW 43.21C), including the requirement to inform the public agency decisions pursuant to SEPA.

- [X] Determination of Non-Significance. This proposal has been determined to not have a significant adverse impact upon the environment. An EIS is not required under RCW 43.21C.030 2c.
- [] Determination of Significance. This proposal has or may have a significant adverse impact upon the environment. An EIS is required under RCW 43.21C.030 2c.

CONDITIONS –SEPA

Prior to issuance of the Master Use Permit:

The owner(s) and/or responsible party(s) shall provide:

1. A Construction Phase Personnel Parking Plan to be reviewed and approved by DPD shall be provided. The plan shall provide mitigation measures to address spillover of construction personnel parking demand onto public rights-of-way. The plan shall

provide that any needed contract arrangements with contractor(s) be documented prior to issuance of any permit to demolish or construct.

2. Documentation that the Puget Sound Clean Air Authority has been advised of the proposed demolition.
3. A transportation plan that emphasizes providing information to employees and patrons about non-auto modes for traveling to and from the Library and Neighborhood Services Center.

Prior to issuance of any permit to construct or demolish:

4. The owner(s) and/or responsible party(s) shall document that all components necessary for the Construction Phase Personnel Parking Plan are in place.

During Construction

The following condition(s) to be enforced during construction shall be posted at the site in a location on the property line that is visible and accessible to the public and to construction personnel from the street right-of-way. If more than one street abuts the site, conditions shall be posted at each street. The conditions will be affixed to placards prepared by DPD. The placards will be issued along with the building permit set of plans. The placards shall be laminated with clear plastic or other waterproofing material and shall remain posted on-site for the duration of the construction.

5. The owner(s) and/or responsible party(s) shall implement the Construction Phase Personnel Parking Plan.

Prior to issuance of any certificate of occupancy, and for the life of the project:

6. The owner(s) and/or responsible party(s) shall maintain, and document upon request, that all required parking is provided.

Signature: (signature on file) Date: November 24, 2003

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